

# **USAID/Moldova Antitrafficking Assessment— Critical Gaps in and Recommendations for Antitrafficking Activities**

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1717 Massachusetts Ave. NW, Suite 302, Washington, DC 20036 USA  
Tel.: 202-332-2853 FAX: 202-332-8257 Internet: [WIDinfo@widtech.org](mailto:WIDinfo@widtech.org)

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by

Julianna Arnold  
Cornelia Doni

Development Alternatives, Inc.

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## LIST OF ACRONYMS

ABA/CEELI	American Bar Association/Central Eastern European Legal Initiative
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSA	credit and savings association
CYD	Center for Youth Development
EC	European Commission
ECA	Bureau of Educational and Cultural Affairs (U.S.)
GOM	Government of Moldova
INL	Bureau of International Narcotics and Law Enforcement Affairs (U.S.)
IOM	International Organization for Migration
MOE	Ministry of Education
MOI	Ministry of Interior
MOL	Ministry of Labor
NGO	nongovernmental organization
NWSIC	National Women's Studies and Information Center
OSCE	Organization for Security and Cooperation in Europe
PRM	Bureau of Population, Refugees and Migration (U.S.)
PSA	public service announcement
REIW	Regional Empowerment Initiative for Women
SDC	Swiss Agency for Development and Cooperation
SECI	Southeast Europe Cooperative Initiative
SIDA	Swedish International Development Agency
TOT	training of trainers
U.N.	United Nations
UNDP	United Nations Development Programme
WNIS	Western New Independent States





## CHAPTER ONE INTRODUCTION

### BACKGROUND

Throughout the countries of the former Soviet Union, girls (females under 16 years of age) and women are trafficked within their own country and across international borders in a modern-day slave trade. Often duped or coerced by “friends” and relatives, these girls find themselves forced—through violence and intimidation—to work in brothels, in sweatshops, or in private homes as domestic laborers. There, they become virtual slaves, unable to control their own fate.

Although the number of trafficked women and girls is difficult to determine, due to the practice’s clandestine nature, the United Nations conservatively estimates that four million people globally are smuggled into foreign countries each year, generating up to \$7 billion annually in illicit profits for criminal syndicates. A significant portion of this human traffic is female.

Trafficking in women is not a new problem or unique to the countries of the former Soviet Union. As elsewhere in the world, women in this region have been hardest hit by economic and social upheaval. In Moldova, women represent a disproportionate share of the unemployed and face bleak prospects for future employment. To many, the promise of a job as a waitress, dancer, model, au pair, or maid in a foreign country is difficult to resist in the face of diminished opportunities at home.

USAID/Kiev in early 1998 developed a strategy with other U.S. government agencies to combat trafficking in Ukraine. The strategy consists of three components: prevention, protection/assistance, and prosecution.

The mission would like to assess current efforts in Moldova to integrate those areas that share similarities with programs in Ukraine. The “U.S. State Department Anti-trafficking Report, July 2001,” lists Moldova as a Tier 2 country, meaning a country that does not meet the minimum standards for elimination of trafficking but is taking significant steps to combat trafficking in people.<sup>1</sup>

USAID would like to consider appropriate program adjustments that would help Moldova move to Tier 1, under which the following minimum standards (as noted in the aforementioned report) must be taken into account:

- “The government should prohibit trafficking and punish acts of trafficking.

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<sup>1</sup> See “U.S. State Department Anti-trafficking Report, July 2001,” pp.12 and 59. Also, note that in the most recent 2002 U.S. State Department antitrafficking report, Moldova maintains its placement at Tier 2.

- “The government should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault, for the knowing commission of trafficking in some of its most reprehensible forms (trafficking for sexual purposes, trafficking involving rape or kidnapping, or trafficking that causes a death).
- “For knowing commission of any act of trafficking, the government should prescribe punishment that is sufficiently stringent to deter, and that adequately reflects the offense’s heinous nature.
- “The government should make serious and sustained efforts to eliminate trafficking.”

## **OBJECTIVE**

The objective of this assessment is twofold: (1) to provide USAID/Western New Independent States (WNIS) with a road map of existing trafficking-prevention activities undertaken by donor agencies and bilateral, international-development and host-country–government institutions and nongovernmental organizations (NGOs) in Moldova; and (2) to help USAID/WNIS identify critical gaps in existing approaches in Moldova that new interventions might address. The road map and accompanying list of recommendations provide U.S. government officials in USAID/WNIS with the information and tools necessary to design specific activities at a later date.

## **SCOPE OF WORK**

In order to meet this objective, a team of two WIDTECH consultants undertook an assessment in Moldova to identify existing interventions already being implemented by international donors, U.S. government agencies, and host-country–government and NGO institutions to address trafficking in people. The assessment includes but is not limited to:

- A list of major programs in Moldova with starting and ending dates, major grantees or subgrantees, the region or focus of the programs, and amounts and sources of donor funding, if applicable.
- A summary of Moldovan trafficking-related legislation, with the goal of identifying gaps in trafficker prosecution and victim protection.
- An analysis of the enforcement and implementation capacities of key Moldovan government agencies responsible for carrying out existing laws. The analysis aims to measure illustrative criteria such as current caseloads for law enforcement and trafficker prosecution, the estimated ability to increase caseloads, case tracking procedures, judicial and prosecutor access to relevant legislation, and barriers to increasing effectiveness.
- An analysis of Moldovan NGO–led efforts to address trafficking, examining the extent to which such efforts are made in cooperation with government bodies (or vice versa) and

media institutions, whether such efforts are cross-border–focused or single-country–focused, who the intended beneficiaries are, and the impact of the activities, when known.

- An analysis of any public-information and awareness campaigns carried out in the past five years, along with their impact, examining illustrative criteria such as campaign content and approach, target population, key actors, and existing data (quantitative and qualitative) analyzing impact, when known.
- Broad recommendations for USAID-funded interventions or programs to fill in existing gaps not already addressed by other U.S. government agencies or international or bilateral development agencies (such as cross-border cooperation, gender training for law-enforcement and judicial bodies, and institutionalization of an ombudsman’s office in Moldova).

## **METHODS AND DESIGN OF ANALYSIS**

In carrying out the assessment, the consultants:

- Took advantage of preexisting studies and assessments in Ukraine to help address gaps in the Moldova program and, where appropriate, suggest similar interventions for Ukraine, as well. The consultants obtained as many of these studies as possible to review before arriving in Moldova.
- Finalized criteria for analysis with USAID and the U.S. Embassy in Moldova upon arrival.
- Collected and reviewed additional studies and assessments identified while in Moldova.
- Interviewed key experts on trafficking from donor agencies, host-country–government institutions, NGOs, and universities in Moldova.
- Debriefed USAID and U.S. Embassy staff in Moldova on findings and recommendations before departure.
- Provided USAID and U.S. Embassy staff in Moldova with a draft outline of the report at the time of the debriefing.

The consultants discussed their analyses and recommendations with U.S. Embassy and USAID staff in Moldova and WNIS and revised their suggestions based on the feedback they received.

The following analysis includes sections to address each aspect of the scope of work requested by USAID/Kiev. After a brief discussion of the nature of the antitrafficking challenge in Moldova, the analysis examines the various approaches of the Government of Moldova, including a more detailed analysis of trafficking-related legislation; the U.S.

government response; other donor investments; and Moldovan NGO activities, including a special analysis of NGO public-information and awareness campaigns. A final section identifies existing program gaps and associated strategic areas for future U.S. government programming.

## CHAPTER TWO

### BACKGROUND ON TRAFFICKING IN PEOPLE IN MOLDOVA—THE PROBLEM

Since 1994, Moldova has dropped 27 places in the Human Development Index for a ranking of 102<sup>nd</sup> out of 174 countries in the world. This is well below Moldova's neighbors, Romania and Ukraine, which rate 68<sup>th</sup> and 91<sup>st</sup>, respectively.<sup>2</sup> According to UNICEF, Moldova's reasonable life expectancy and high levels of education raised its position; when gross domestic product alone is considered, Moldova drops to 140<sup>th</sup>, in the lowest category of human development.

Thousands of people leave Moldova yearly, desperately in search of economic opportunities abroad. With an average salary of approximately US\$30 a month, an average consumer basket of US\$75, productivity only 40 percent of what it was during Soviet times, and unemployment reportedly at 25 percent (though much higher in rural areas)<sup>3</sup>, many Moldovans see no other choice but to go abroad for work, primarily to Western Europe and Turkey.

The Moldovan Intelligence and Security Service estimates that 600,000 to one million (approximately 25 percent of the population) Moldovan citizens are working abroad, most illegally. The International Organization for Migration (IOM) suspects that some 10,000 women a year go abroad with the hopes of finding legal well-paid employment.

#### Moldova—Country Profile

- **Area:** 33,843 square kilometers, slightly larger than Maryland
- **Languages:** Moldovan, Russian, and Gagauz
- **Currency:** Moldovan leu (MDL)
- **Population:** 4,431,570 (July 2001 est.)
- **Population Growth Rate:** 0.05 percent (2001 est.)
- **Life Expectancy:** male, 60.15 years; female, 69.26 years (2001 est.)
- **Infant Mortality:** 42.74 deaths per 1,000 births (2001 est.)
- **Gross Domestic Product (GDP) per Capita:** US\$2,033
- **GDP:** purchasing-power parity, US\$11.3 billion (2000 est.)
- **Real Annual GDP Growth:** -1.5 percent (2000 est.)
- **Annual Inflation:** 32 percent (2000 est.)

Some succeed in finding gainful employment—every year, these migrants wire home an average of US\$120 million, which is the equivalent of half the national budget.<sup>4</sup> Others, primarily young women, are not as lucky and are lured into forced prostitution, entangled in a web of peril, poverty, exploitation, and desperation. Some are promised work abroad in countries such as Italy, Greece, and Turkey as waitresses, au pairs, dancers, or housekeepers, only to find themselves dragged through Romania to the Balkans, where they are stripped of their passports and sold as prostitutes. Others are aware they may become prostitutes but are

<sup>2</sup> Ibid.

<sup>3</sup> Data extracted from UN Moldova, *National Human Development Report*, Republic of Moldova, 2000.

<sup>4</sup> "Kosovo's Sex Slave Trade," Sebastian Junger, *Vanity Fair*, July 2002.

unaware or skeptical that they may be sold into sexual servitude. All of these scenarios constitute human trafficking.<sup>5</sup>

Transnational crime organizations have come to monopolize human trafficking operations because they offer relatively low risk levels compared with the drug trade and offer high revenues over the long term. Corruption, among both low- and high-level officials, provides crime rings free reign in transporting and controlling victims of trafficking. Turkey, Greece, Israel, Italy, Bosnia, Kosovo, and Albania are the prime destination points for trafficked Moldovan women—all countries with high levels of corruption and strong transnational crime elements.

A recent phenomenon is the introduction of female traffickers. Often former victims of trafficking, they are enticed by the large sums of money and/or blackmailed by criminals to engage as traffickers. These women end up being the most experienced traffickers, the most convincing, and the most problematic.<sup>6</sup> They additionally serve as fronts for the real criminals lurking in the shadows, who often remain unidentified.

According to the latest study conducted by the IOM, young women are the most affected by the trafficking phenomenon in Moldova. While no official statistics exist, of a selected sample of 817 trafficking victims the IOM repatriated to Moldova in the past 18 months, the majority were between 15 and 30 years old, with primary- or middle-school educations, and half originating from rural areas and half from urban areas, including the capital city of Chisinau. Commonly single or divorced/separated, they live with their families and travel abroad to find employment opportunities. The most commonly used recruiting methods include word of mouth (acquaintances, even family members), employment agencies offering work abroad, tourism companies, and matchmaking agencies. The IOM estimates that 30 percent of the women repatriated through its program are re trafficked, in part due to the poor living conditions in Moldova—there is nothing to which to return.

Orphans and other institutionalized children are at great risk in Moldova, forced to leave institutions at the age of 16 without any job skills or support systems—social or financial. There are reports that some orphanage directors sell to traffickers information on young women who are about to turn 16. The traffickers then approach the girls when they leave the orphanages.<sup>7</sup> Although the information has not been verified, anecdotally there appears to be an expansion of the trafficking phenomenon to older women, 40-plus years of age, who are being trafficked to beg on the streets of wealthier nations, Russia included.

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<sup>5</sup> For a formal definition of trafficking, we refer to the U.N. Trafficking Protocol, which was adopted in December 2000. Article 3 of the protocol defines trafficking as follows: “‘Trafficking in persons’ shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”

<sup>6</sup> IOM, *Trafficking in Women and Children for Sexual Exploitation, Republic of Moldova*, 2002.

<sup>7</sup> Interview, May 25, 2002.

Moldova remains primarily a country of origin for trafficked persons, but it is secondly a transit country for individuals coming from countries such as Russia and Ukraine whose final destination is Western Europe. The southern part of Moldova, which one government leader called the “Golden Road” to Europe, is thought to be the most susceptible region to trafficking because of its high levels of poverty and close proximity to Romania. Based on the reports of returned victims, women are usually first concentrated in southern Moldova (Cahul, Vulcanesti), where they are put up for “auction.” They are then trafficked to Romania, primarily in the city of Timosoara, which is the real “market” for women; that is, where the actual financial transactions take place. From there, with their new “owners,” they are brought to Macedonia, Albania, Kosovo, Bosnia, Turkey, Italy, Cyprus, and Greece. Routes to Turkey, through Ukraine (Odessa) and Bulgaria, are well organized; the traffickers know the “taxes” required for border guards. In Bulgaria, women trying to return to Moldova are often stopped by traffickers and brought back into circulation. Traveling without documents makes trafficking victims very vulnerable to such abuse.<sup>8</sup>

The secessionist region of Transnistria, which lies on the Ukrainian border, is especially vulnerable to traffickers. Outside the purview of the Moldovan government, traffickers there have free range in smuggling all types of contraband—drugs, weapons, and young women.

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<sup>8</sup> IOM, *Trafficking in Women and Children for Sexual Exploitation, Republic of Moldova*, 2002.





## **CHAPTER THREE**

### **GOVERNMENT OF MOLDOVA RESPONSE**

Since 2000, the Government of Moldova has taken a series of actions to address trafficking in people, including the following:

1. May 2000: The Moldovan Parliament passed a resolution signed by the prime minister to create the Working Group on Trafficking. The group is charged with coordinating activities on trafficking prevention and must report quarterly on prevention measures that include inspecting both legitimate companies and those that are fronts for organized crime.
2. December 2000: The government established the Division to Combat Trafficking in Human Beings within the Ministry of Interior.
3. December 2000: The government signed the U.N. Convention against Transnational Organized Crime.
4. December 2000: The government signed the U.N. Protocol to Prevent, Suppress and Punish Trafficking in Persons and the Protocol against the Smuggling of Migrants by Land, Sea and Air.
5. February 2001: The government signed an agreement of cooperation for preventing and combating trafficking in human beings (the Southeast Europe Cooperative Initiative [SECI] Center Agreement).
6. June 2001: The Division to Combat Trafficking in Human Beings was integrated into the Department for Combating Organized Crime and Corruption within the Ministry of Interior.
7. July 2001: The Government of Moldova approved amendments to the criminal code and the criminal procedural code on illicit trafficking in human beings (Article 113-2).
8. October 2001: The government organized the National Working Group on Combating Trafficking in Human Beings. Chaired by the vice prime minister, this group includes:
  - Heads of leading ministries and departments (ministerial level); and
  - Representatives of international organizations (including the Organization for Security and Cooperation in Europe [OSCE] and the IOM) and select NGOs that have “partner–observer” status.
9. November 2001: The government adopted the National Plan of Action to Combat Trafficking in Human Beings. The plan lays out responsibilities and activities for various government ministries and departments. Proposed programs include:

- Research and assessment,
- Awareness-raising,
- Prevention/addressing social and economic causes,
- Victim assistance,
- Return and reintegration of victims,
- Law reform,
- Law enforcement, and
- International cooperation and coordination.

On paper, it appears that the Government of Moldova is actively taking measures to combat trafficking in people. In reality, however, whether because of financial limitations or a lack of priority placed on the issue, the government has so far failed to take meaningful actions to combat the problem.

From a legislative standpoint, the government has revised the criminal code, and, while not perfect, it is a vast improvement over previous legislation (see the next chapter). In addition, the government has signed three very important U.N. international agreements related to trafficking in people.

Under the guidance of the Stability Pact for South Eastern Europe, Moldova drafted and adopted a national action plan. The plan, which outlines activities in preventing trafficking, protecting and assisting victims, and prosecuting traffickers, proposes coordination between government ministries and departments, international organizations, and local NGOs. Unfortunately, the Government of Moldova has allotted no funding for such activities or a prospective dateline in which activities should be implemented. Coordination with international organizations and local NGOs is planned but has yet to be specified.

Since its inception in October 2001, the National Working Group on Combating Trafficking in Human Beings has met twice, once in October 2001 and once in April 2002. The next meeting is scheduled for November 2002. It is difficult to judge the effectiveness of this group, because the majority of its work has focused on drafting the National Plan of Action. Time will tell whether the group will play a meaningful role as a coordinator and catalyst for antitrafficking efforts.

Moldova's involvement in SECI Center activities has been minimal, even though the government signed an agreement of cooperation in February 2001 and sent a representative to the center in Bucharest.

A few government ministries have attempted to organize and implement antitrafficking activities. The Ministry of Education (MOE) has started work on developing and introducing in school curricula information programs on the dangers of trafficking, and it is developing special programs to target marginalized youths outside the formal education system. The MOE is cooperating with an NGO, La Strada, to conduct lectures at schools and at the local departments of the ministry.

The Department of Migration, lodged within the Ministry of Labor (MOL), was established six months ago with the intention of promoting and implementing legal means of migration. Thus far, the department, in conjunction with the IOM, the Ministry of Foreign Affairs, and the Ministry of Border Control, has drafted a new migration policy and legislation, which are currently being reviewed by the government. The department is attempting to develop agreements with other countries in order to send Moldovan citizens to foreign countries on specific work detail. This system models the “guest worker” system Germany implemented in the 1960s and 1970s, in which many people, primarily Turks, immigrated to Germany to fill specific employment gaps in the German economy. The department has developed a few such opportunities on a small scale but overall has not yet had overwhelming success. In addition, the department regularly informs the population about the possibilities of legal employment abroad, the risk of becoming a victim of trafficking, and the eventual consequences.<sup>9</sup>

The Ministry of Labor signed a cooperative contract with the IOM in 2001 to work on providing employment opportunities to repatriated victims of trafficking. The local offices of the MOL identify potential jobs for women who have returned to Moldova and received assistance from the IOM shelter in Chisinau. In Chisinau, many returned victims receive job-skills training through the IOM, which prepares them for potential positions in the current Moldovan economy. The MOL and the IOM have jointly been trying to develop a program that would provide women with apprenticeships in certain industries so they could develop new skills and become gainfully employed. The IOM would subsidize the first six months of salary, and the hiring company would subsequently take over the salary payment. At the time of this writing, the MOL had not yet found a firm to which it thought it could disclose the true circumstances of the victims, a necessary factor in order to implement the apprenticeship program.

One hundred repatriated women have attended job-skills training, half of whom have completed the training. Only a handful, however, have found jobs. The primary constraints to placing women in jobs include their frail emotional and physical states upon returning to Moldova, low salaries, and few job opportunities in rural areas.

In May 2000, with IOM facilitation and support, the specialized Counter-Trafficking Unit, with more than 10 police officers, was established by the MOI’s Department for Combating Organized Crime and Corruption. To facilitate access to international counterparts and to create a database on trafficking, the IOM provided technical equipment to the unit. Thus far, due to a lack of financial, technical, and methodological resources and know-how, the unit has had limited success.<sup>10</sup> According to the IOM, the General Prosecutors Office plans to set up a similar unit within its offices. It is intended that these specialized units work in close cooperation with each other, thus enhancing cooperation between police and prosecutors.<sup>11</sup>

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<sup>9</sup> Report presented by Angelina Apostol, of the Ministry of Social Protection and the Family, on the continuous expansion of trafficking in human beings and the antitrafficking measures undertaken by the Government of Moldova, September 2000. (Extracted from a U.S. State Department questionnaire completed by the NGO Civic Initiative.)

<sup>10</sup> IOM, *Technical Cooperation in Moldova, Combating Trafficking in Women: Moldova*, 2002.

<sup>11</sup> IOM Project Document, *Combating Trafficking in Women: Moldova*, 2002.

Additionally, the MOI has participated in training, seminars, and conferences organized by two NGOs, the Anti-trafficking Center and Civic Initiative, to build knowledge and improve prevention practices related to trafficking in people.

Although evident, cooperation between the Government of Moldova and local NGOs remains limited. Both, desperate for funding, appear to be in competition for foreign funding sources, which can hinder cooperation in combating trafficking. Skepticism and suspicion toward NGOs and their activities still exist within the government. NGOs, for their part, claim that many of their efforts to educate government officials on and engage them in trafficking issues have been for naught, given the high turnover in the government. After a year and a half of developing relationships and raising awareness, the NGOs saw a new government come in that was just as unaware of and uneducated about the issue as the first group, and the NGOs were forced to start from scratch with the new group. However, there is now a small group of government officials that is truly dedicated to combating trafficking in people and is open to cooperating with NGOs.

Corruption among government officials and employees at all levels is reportedly high. According to Transparency International, Moldova ranks 75<sup>th</sup> out of 91 countries, with the 91<sup>st</sup> being the most corrupt. Anecdotally, there are reports of government collusion in the production of illegal documentation, bribery of militia and border guards, and money laundering. Nevertheless, no official charges have been made against any government official for collusion in a trafficking-in-people offense.

Unfortunately, there has been little cooperation between Moldovan government officials and their counterparts in Europe and beyond. Only very recently, in 2000, has the government started to cooperate with other countries in order to investigate trafficking cases and prosecute traffickers. This cooperation has been marked with the signing of the cooperation agreement with SECI Center; the signing of the U.N. Convention against Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons (the Palermo Protocol); bilateral treaties on organized crime with Romania, Uzbekistan, and Ukraine; and the involvement of government representatives at various regional conferences.

The truth is that international cooperation with the main receiving countries is scarce. For example, receiving countries often deport foreign prostitutes without conducting any kind of investigation. In Turkey last year, 6,610 people (men and women) were deported; many of the women were prostitutes whose cases were never investigated, thus making it impossible to know whether these women were linked to traffickers.

Much more assistance is needed from those receiving countries with more developed criminal investigation capabilities. Transnational mechanisms are additionally needed to increase the prosecution of traffickers. Moreover, countries should mutually search for alternatives, such as voluntary return programs, as more humane and dignified ways to return victims to their countries of origin.

The bottom line remains that the Moldovan government is economically unable to support comprehensive antitrafficking activities. Additional difficulties stem from the secessionist area of the country, Transnistria, which is not under the government's control. Anecdotal evidence indicates that this area is ripe for smuggling of all types of contraband, including trafficking in people.



## CHAPTER FOUR

### ANALYSIS OF THE GOVERNMENT OF MOLDOVA'S TRAFFICKING-RELATED LEGISLATION

Moldova has ratified several international human rights instruments that address trafficking and condemn slavery, slaverylike practices, and forced labor (see chart below).

<b>Ratification of Selected International Instruments Related to Trafficking</b>	
International Covenant on Civil and Political Rights	January 26, 1993
Convention on the Elimination of All Forms of Discrimination against Women	July 1, 1994
Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	November 28, 1995
International Covenant on Economic, Social and Cultural Rights	June 26, 1993
U.N. Convention against Transnational Organized Crime	December 2000
U.N. Protocol to Prevent, Suppress and Punish Trafficking in Persons	December 2000
Protocol against the Smuggling of Migrants by Land, Sea and Air	December 2000
<b>Other International Instruments</b>	
<b>Council of Europe</b>	
Convention for the Protection of Human Rights and Fundamental Freedoms	September 12, 1997
<b>International Labour Organization</b>	
Convention (No. 29) Concerning Forced or Compulsory Labor	March 23, 2000

As noted earlier, in 2001 the Government of Moldova passed and entered into force Article 113-2 of the criminal code, on illicit trafficking in people. The article makes trafficking in people a crime and sets higher penalties than the previous law on pimping, contained in Article 105 of the criminal code. The following punishments are now set for those convicted of illicit trafficking in human beings:

1. Illicit trafficking in human beings, with or without their consent, committed for profit will be punished with a jail sentence of 5 to 10 years, with or without the seizure of property.
2. Illicit trafficking in human beings, with or without their consent, committed:
  - For forced labor of the person or for keeping him or her in slavery;
  - For using a person in armed conflicts;
  - For different forms of sexual exploitation for use in the pornographic industry;
  - Following the prior agreement by a group of persons;
  - For luring into criminal activity; and
  - For using a person for other loathsome purposes.

Will be punished with a jail term of 10 to 15 years, with the seizure of property.

3. Acts provided in Paragraphs 1 and 2 of the present article, committed:

- Repeatedly;
- Against two or more persons;
- Against minors;
- By abduction, abuse of power, abuse of office, deception, or fraud;
- Accompanied by violence endangering the victim's life or health, or resulting in the death of the victim, or committed against a woman having a certain knowledge about her pregnancy or by taking advantage of the victim's incapacity to defend herself;
- For human-organ or tissue transplant or drawing; and
- By a criminal organization.

Will be punished with a jail sentence of 15 to 25 years, with the seizure of property.

In 2002, the government produced a new criminal code to further strengthen the law. In the new code, adopted in April 2002, the article on trafficking in human beings (Article 167) has been improved to exclude the word "illicit," thus making any trafficking in human beings illegal. Compared with other violent crimes—rape, which imposes a sentence of 3 to 7 years; group rape, for which the penalty is 5 to 15 years—the recently adopted criminal code sets similarly stringent punitive measures. Punishment for trafficking is set at 7 to 15 years in prison; for the same act performed by two or more people, it is 10 to 20 years; and by a criminal organization, 15 to 25 years or a life sentence.<sup>12</sup>

Prostitution, on the other hand, is no longer a criminal offense in the new criminal code; it has become an administrative offense punishable by fine.

Although the antitrafficking legislation is an improvement over prior legislation, which included a law on pandering (pimping), there are still areas that could be improved to increase the protection of victims and the prosecution of traffickers. For example, the new article to the criminal code fails to include a complete definition of trafficking in persons as defined in the U.N. Protocol to Prevent, Suppress and Punish Trafficking in Persons.<sup>13</sup> The present article fails to define clearly both the act and the means of trafficking, which could prohibit effective prosecution of traffickers. The law targets only those directly involved, not the middlemen, of which there are many. For example, under the current wording, it would be extremely difficult to convict a person who was involved in the recruitment, transportation, and transfer of the victim, as the present law does not include these elements in the definition of trafficking in persons. The definition of trafficking should include at least the following elements:

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<sup>12</sup> Extracted from a memo from the law enforcement training assistant of the U.S. Embassy in Moldova on the new criminal code.

<sup>13</sup> The only legally binding international definition of trafficking is included in this protocol, which was adopted in December 2000. See footnote 5, above.



- *acts*: recruitment, transportation, transfer, harboring, or receipt of a person;
- *means*: threat or use of force or other forms of coercion, abduction, fraud, deception, abuse of power, or a position of vulnerability; and
- *purpose*: forced labor or services, slavery, slaverylike practices, or servitude.<sup>14</sup>

Additionally, there is a need for other legally binding legislation, specifically in the area of criminal procedure, that would supplement state obligations as well as other, nonbinding (“soft law”) standards that are derived from universal and regional documents adopted by the U.N., the OSCE, the Council of Europe, and the European Union (EU).<sup>15</sup>

In 2000, the Moldovan government investigated 12 cases related to trafficking of persons abroad under the law against pimping. In 2001, officials initiated 40 investigations total, 6 under the amended article of the criminal code (113-2) and 34 that involved elements of trafficking and were pursued under the law against pimping. To date, there have been no convictions, however, and in many instances the cases have never made it to court. According to the U.S. Embassy “Trafficking in Persons Report,” of the cases pursued in 2000, those found guilty received probation, one received a fine, and one was placed under parental supervision.

Civic Initiative, which provides training to law enforcement agents to increase awareness of trafficking in persons, says the primary obstacles to effective prosecution are (1) difficulties associated with providing concrete evidence of the crime committed; (2) a lack of clear investigative procedures for trafficking cases; and (3) insufficient international collaboration in the field of investigation and prosecution. In some instances, the police and prosecutors were unclear who should do what and who should take the lead, so nothing got done.<sup>16</sup>

The most influential evidence in trafficking-in-people cases is the victim’s testimony. However, until adequate victim assistance and protection are provided, victims are unlikely to risk the dangers of testifying against threatening traffickers, for fear of losing their lives or endangering the lives of family members. In Moldova, legislation exists to protect witnesses and other individuals who assist in the criminal process. Yet, no means for implementation exist, and thus the law is not enforced. Necessary means to support trafficked persons in legal proceedings include the following mechanisms: provision of information, advice, translation, services, and legal representation free of charge; victim-sensitive methods for investigation and interrogation; measures to protect victim privacy and physical security; compensation; and establishment of specialized and trained bodies/entities.<sup>17</sup> Possibilities for alternative witness protection, such as video testimonies, should be explored, as they are a cost-effective alternative to traditional witness protection programs.

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<sup>14</sup> OSCE/ODHIR and Ludwig Boltzmann Institute of Human Rights, *Reference Guide for Anti-trafficking Legislative Review*, 2001.

<sup>15</sup> Ibid.

<sup>16</sup> Interview, May 27, 2002.

<sup>17</sup> OSCE/ODHIR and Ludwig Boltzmann Institute of Human Rights, *Reference Guide for Anti-trafficking Legislative Review*, 2001.

Many women are trafficked through legal entities, such as travel agencies, marriage brokers, bars, brothels, or employment agencies. If such entities face no criminal liability, their activities remain unpunished.<sup>18</sup> Prosecution of just the individuals working at such agencies would do little to solve the problem, as they could easily be replaced. Thus, it is necessary to establish the civil and criminal liability of such entities.

According to data from the Ministry of Internal Affairs, as of January 2001, there were 1,342 tourist firms in Moldova, the by-laws of which allowed them to engage in international tourism. Of this number, only 307 held licenses issued by the Ministry of Economy and Reforms, an inordinate amount, given the depressed economic situation of the country. In 2000, the ministry did not withdraw a single license for infringements in practicing international tourism.<sup>19</sup> These agencies are efficient and powerful and need to be more carefully regulated.

A vital point that requires further investigation is whether trafficked persons themselves are at risk of prosecution for any offenses related to trafficking. According to the criminal code, victims of trafficking who use false identification to leave the country can be prosecuted for possession of false identification (Article 209). Individuals who enter the country illegally (primarily those in transit) can be charged with a minor offense.

Many organizations interviewed discussed the need for the judiciary to have a better understanding of trafficking and related legislation. The judiciary remains the only entity that has not received some sort of training related to trafficking. Some NGO representatives interviewed said the judiciary sees itself above such issues and is the most unapproachable of any government entity. Corruption in the judiciary is also thought to be rampant. If the prosecutorial record on trafficking is to improve, the judiciary must improve its knowledge of both trafficking and the laws associated with it.

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<sup>18</sup> Ibid.

<sup>19</sup> IOM, *Trafficking in Women and Children for Sexual Exploitation, Republic of Moldova*, 2002.

## CHAPTER FIVE

### U.S. GOVERNMENT RESPONSE<sup>20</sup>

The U.S. Department of State and the U.S. Embassy in Moldova have been actively involved in antitrafficking activities since 2000, principally through the U.S. Bureau of Public Affairs' democracy grants (small grants given to NGOs working in the field of democracy and human rights), the U.S. Bureau of International Narcotics and Law Enforcement Affairs (INL), the U.S. Bureau of Educational and Cultural Affairs (ECA), and the Bureau of Population, Refugees and Migration (PRM). In addition, the U.S. Department of Labor (DOL) recently funded a regional antitrafficking project in six countries, including Moldova.

#### PUBLIC AFFAIRS DEMOCRACY GRANTS

From 2000 to April 2002, six projects were funded through democracy grants. The following briefly summarizes each project:

- **Information Campaign for At-Risk Youth.** The Center for Youth Development (CYD) contributes to combating trafficking in women in Moldova by organizing an information campaign directed at teenage girls to publicize the danger and consequences of trafficking. The grant enables the CYD to continue this project by using a training-of-trainers model for a large number of volunteers in the Moldovan cities of Edinet, Balti, Orhei, and Chisinau who will conduct five one-day seminars on trafficking in women and publish a booklet for distribution to youth organizations and schools. The volunteers will then organize four roundtable discussions with teenagers, mothers, young women, public officials, psychologists, and teachers to discuss how trafficking affects women in Moldova and to suggest ways to deal with this problem.
- **Information Campaign on Gender Awareness and Trafficking.** The Gender Center, a Moldovan NGO, will use fiscal year 2001 grant funds for public education activities to inform youths about trafficking and its consequences for society. The center will also promote gender education as part of the curriculum at higher-learning institutions. Ten one-day training courses on combating trafficking will be implemented for university students in Chisinau, Cahul, and Balti. The courses will focus on trafficking as a phenomenon, legal provisions and penalties related to trafficking, and the consequences of trafficking (social, economic, moral, and health related) and will also address broader issues related to gender education and overcoming gender stereotypes. The center in addition will publish a leaflet, "Trafficking: Reality and Consequences," to be provided to students attending its courses, and other training materials.
- **The National Women's Studies and Information Center.** The goal of this project is to inform rural women about and train them in the legal rights provided by the Convention

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<sup>20</sup> For a complete description of antitrafficking activities in Moldova supported by the U.S. government and other entities, see the annex to this report.

on the Elimination of All Forms of Discrimination against Women (CEDAW). The center will select four groups of rural women (30 in each group) from Edinet, Soroca, Chisinau, Ribnita (Transnistria), and Gagauz-Yeri who will participate in a series of seminars, training courses, and roundtable discussions on women's rights, legal and gender education for women, gender equality, child-parent relations, and trafficking of women. These women will then be encouraged to share this knowledge with others in their native villages and towns.

- **Information Campaign on Trafficking in Women.** The NGO CIVIS conducted qualitative research on trafficking in people consisting of interviews with 24 trafficking victims. It then conducted an information campaign via television and radio to bring attention to the resulting, published study, called "24 Trafficked Women," and the phenomenon of trafficking in people. The study was then disseminated to the population and a copy was sent to every public library.
- **Documentary on Trafficking in Women.** The NGO Civic Initiative produced a 30-minute documentary about trafficking in women called "Bitter Illusions" that was aired on Moldovan National Television.
- **Documentary and Workshop on Trafficking in Minors.** The local NGO the Association of Women Lawyers produced a 30-minute television documentary about trafficking in minors and conducted a workshop on the topic as well.

### BUREAU OF INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT AFFAIRS (INL)

From 2000 to April 2002, the INL funded two antitrafficking projects focusing on the prevention of trafficking and the prosecution of traffickers:

- **Antitrafficking Center.** The U.S. Embassy in Chisinau, in conjunction with the United Nations Development Programme (UNDP), established a multipurpose antitrafficking center in Chisinau. The Association of Women Lawyers manages the center. The center provides a focal point for gathering information that is being shared by governments, NGOs, victims, and concerned citizens through a database of information on trafficking. Initiating an aggressive multimedia information campaign, the center educates people about the dangers of trafficking. In addition, it runs a hotline for information about trafficking issues and serves as a site for workshops for law enforcement officials, border control agents, and other government officials.
- **Community Responses to Domestic Violence and Trafficking in Women.** Winrock International is working to increase the capacity of NGO partners in Moldova to train law enforcement and other criminal justice officials and institutionalize cooperation on the issues of domestic violence and trafficking. In conjunction with the Minnesota Advocates for Human Rights, Winrock International recently released research findings on trafficking and domestic violence, as well as the government's response. These reports

can be found at the following Web sites: [www.mnadvocates.org](http://www.mnadvocates.org) and [www.winrock.org.ua](http://www.winrock.org.ua).

### **BUREAU OF EDUCATIONAL AND CULTURAL AFFAIRS (ECA)**

The ECA is currently funding two antitrafficking activities in Moldova:

- **Development of Assistance Services for At-Risk Women.** CONNECT-U.S./Russia, a Minneapolis-based NGO, is conducting an 18-month program in Moldova that focuses on the development of direct assistance services for women at risk of being trafficked. Under this program, services include a 24-hour hotline, counseling and education groups, legal services, and access to health care. The program comprises four phases: information gathering and outreach in Moldova; training of trainers in Minnesota; a workshop for partner organizations in Chisinau and other Moldovan cities; and a follow-up evaluation and assessment trip to Moldova.
- **Moldova–Pennsylvania International Center.** The Moldova–Pennsylvania International Center’s mission is to establish partnerships between Moldova and international communities, chiefly in the areas of education, development, and cultural exchanges. By providing educational, training, and informational opportunities for Moldovan citizens, the center achieves its goals through projects and informational networks. Two such projects implemented by the Centre are the **High School Linkage Exchange Project**, which consists of an exchange activity between schools in Moldova and the United States focusing on curricula such as civic education, rule of law, leadership development, principles of a free market economy, and citizen participation in a democratic society; and the **Community Connection Project**, which provides practical professional experience for Moldovan citizens. In 2001, an exchange program was developed for organizations that are working in the prevention of trafficking in human beings. This year, the program will start information campaigns on trafficking in persons for schools and local government officials, especially in Gagauzia and Transnistria.

### **BUREAU OF POPULATION, REFUGEES AND MIGRATION (PRM)**

The PRM is currently providing funding for the IOM’s trafficking-prevention program in Moldova, the **Prevention and Capacity Building Program**. The IOM will conduct a prevention/capacity-building program working with government and education officials as well as local NGOs. The IOM’s efforts will complement the resources of the recently established UNDP antitrafficking center in Chisinau.

**DEPARTMENT OF LABOR (DOL)**

In September 2001, the International Labor Affairs Bureau of the U.S. Department of Labor awarded IREX (the International Research and Exchanges Board) the **Regional Empowerment Initiative for Women (REIW)** program. The program will promote the empowerment of women from selected countries of the former Soviet Union and Southeastern Europe through a multidimensional approach that addresses the issue of trafficking before women are lured or smuggled out of their countries of origin. The project targets countries with high-risk groups of women—Russia, Bulgaria, Romania, Moldova, Lithuania, and the Federal Republic of Yugoslavia. In Moldova, the project will be implemented by two NGOs, the National Women's Studies and Information Center (NWSIC) and La Strada. The NWSIC will serve as the lead REIW partner and will be responsible for job-skills and empowerment training in six regions of Moldova, a career hotline, and small-grants administration. La Strada is the subpartner and will be responsible for the awareness/educational campaign on trafficking, as well as seminars on trafficking for the target group in four regions of Moldova (Cahul, Transnistria, Ungheni, and Soroca). A key component of the project is training-of-trainers programs, which will serve to create a cadre of competent trainers in the regional centers in order to better reach the population outside of Chisinau.

## **CHAPTER SIX**

### **OTHER DONOR RESPONSES**

Numerous other donors, both multilateral and bilateral, are involved in antitrafficking programs in Moldova. The following summarizes the currently funded antitrafficking activities of these donors.

#### **ORGANIZATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)**

The OSCE's Regional Office for Democratic Institutions and Human Rights' antitrafficking activities include reviewing various legislative frameworks for combating trafficking, with an emphasis on the countries of Southeastern Europe; providing training for police, judges, and prosecutors; supporting NGOs working to raise awareness and to assist victims of trafficking; conducting workshops for journalists in Southeastern Europe and Moldova; developing curriculum on trafficking for border officials; and hosting a seminar on trafficking and modern forms of slavery in the OSCE region.

In Moldova, in cooperation with the American Bar Association/Central Eastern European Legal Initiative (ABA/CEELI) and the IOM, the OSCE has worked to improve the legislative basis for combating trafficking in human beings by supporting Moldovan authorities in drafting amendments to the country's criminal code and criminal procedural code. This project resulted in the adoption of Article 113-2 and forms the legislative foundation for training and other antitrafficking activities.<sup>21</sup>

#### **SWEDISH INTERNATIONAL DEVELOPMENT AGENCY (SIDA)**

SIDA's antitrafficking efforts, implemented through the IOM, aim to contribute to the efforts of Moldovan authorities to combat trafficking in women by reinforcing prevention activities, promoting further criminalization of trafficking, and introducing reintegration measures for victims of trafficking. Overall efforts focus on improving networking between governmental and nongovernmental agencies at both the national and international levels. SIDA provided technical equipment to the MOI's Counter-Trafficking Unit and organized training for law enforcement agents from Moldova, Sweden, Romania, Albania, and other countries. A technical advisor from Scotland Yard will come to Moldova to assist in the development of a practical manual on investigation techniques. Moldovan law enforcement officials also will travel to transit and destination countries to network with their counterparts there.

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<sup>21</sup> This activity was funded by the U.S. government via the OSCE.

### **SWISS AGENCY FOR DEVELOPMENT AND COOPERATION (SDC)**

Since 2001, the SDC has provided financial support for the IOM-run shelter for victims of trafficking (Centre for Rehabilitation) and the Moldovan theater production “The Seventh Cafana,” which depicts real-life stories of women trafficked from Moldova. The production premiered in Chisinau and was followed by a nationwide, one-month tour throughout 20 localities of Moldova. In 2002, the SDC will finance two additional tours of the play. The agency and the IOM also plan to help the theater company travel to Byelorussia and Ukraine for additional performances. In addition, the SDC is currently discussing the possibility of sponsoring, with various NGOs, a public awareness campaign on trafficking in people.

### **EUROPEAN COMMISSION (EC)**

For the first time, the European Commission in Moldova will finance a project to counteract trafficking in women, which will be implemented by the IOM. The main components of this project are prevention campaigns (especially for women from rural areas), protection of and assistance to trafficked women, and efforts to increase the capacity of law enforcement agents to prosecute traffickers.<sup>22</sup>

### **ITALIAN GOVERNMENT**

The Italian government is anticipated to provide funding to the IOM for a microenterprise development activity, in cooperation with the Italian Consortium of Solidarity (ICS), through which the IOM will provide business-skills training and noncash grants for 40 returned victims. The program will assist victims with the process of reintegration and will be implemented in three phases: (1) training in income generation; (2) business-skills training (business planning and related legislation); and (3) dispersion of noncash grants.

### **UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)**

UNDP implements the INL grant to the Association of Women Lawyers for the Chisinau antitrafficking center (for details, see above the section on the INL’s two antitrafficking projects, of which the center is one).

### **INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM)**

Applying an integrated approach, the IOM aims to prevent and discourage trafficking and strengthen the capability of relevant authorities and civil society to combat the phenomenon

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<sup>22</sup> For details, see the paragraph on the IOM in this chapter.



more effectively. The IOM's program contains three components: **prevention**, through the dissemination of information to increase public awareness; **prosecution** and criminalization, by supporting law enforcement and judiciary structures to prosecute traffickers more effectively; and **protection** and reintegration assistance, through support to victims of trafficking who are returning or have returned to Moldova. The IOM recently received a large grant (approximately 600,000 Euro, or US\$600,000) from the EC to continue its antitrafficking efforts in Moldova.

The IOM programs target the following segments of the population:

- Victims of trafficking in Moldova;
- Victims of trafficking trapped abroad in need of return and reintegration assistance;
- Relevant Moldovan authorities; and
- Civil society, in particular, NGOs working on antitrafficking.

Building upon ongoing activities, the IOM's future activities will include the following components:

- **Prevention.** The IOM's prevention campaign will continue to focus on information dissemination to increase public awareness further. Specific project components are as follows: theater productions on antitrafficking themes, brochures, a local government newsletter (disseminated through the Mayors Association), counter advertisements (see Chapter Eight), lecture groups, press releases/conferences, seminars for journalists, a teacher's manual, and ongoing support for the hotline (operated by La Strada). To date, the IOM has been very successful in carrying out public information campaigns—in 2001, it produced the docudrama "She," which aired on national television, developed advertising spots for television and radio, published numerous materials on trafficking in women, and undertook billboard campaigns.<sup>23</sup>
- **Prosecution.** The prosecution component will support law enforcement and judiciary structures to act more effectively against trafficking crimes. Working with the General Prosecutors Office, the Supreme Court, and the MOI countertrafficking units, specific project components include networking visits for Moldovan officials to countries of transit and destination, network and training in the EU, training in investigative and prosecutorial techniques and options for law enforcement, drafting of curriculum for the training and retraining of the judiciary, technical assistance and equipment for the Counter-Trafficking Unit, and legal assistance to victims of trafficking. A primary objective of the prosecution component will be to develop interagency cooperation on national and international levels.
- **Protection.** In September 2001, the IOM launched the first rehabilitation shelter for victims of trafficking in Moldova. Located in Chisinau, the shelter provides victims with lodging for one month, along with medical, psychological, and legal assistance and vocational training. According to the IOM staff, the shelter runs at full capacity year-round, and there are not enough spaces to meet demand. In the future, the IOM would like

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<sup>23</sup> See Chapter Eight for more detailed information on public awareness campaigns.

to open additional shelters in regional centers outside of Chisinau. Under the new program, the IOM will continue its work with the shelter and will complement this work with technical and financial support of NGOs that will work on furthering information campaigns, victim reintegration options, and victim monitoring. Developing vocational training and improving medical services for repatriated victims will be a main focus of the victim reintegration program. The IOM will work in cooperation with the MOL and Moldovan health authorities in these specific areas. It is expected that this project will provide reintegration assistance to 300 trafficking victims.

### **ITALIAN CONSORTIUM OF SOLIDARITY (ICS)**

The ICS is a humanitarian organization that provides humanitarian convoys, psychological support, educational and legal advice, professional training, and income-generating activities for refugees and vulnerable populations. The ICS collaborates with the U.N. High Commissioner for Refugees (UNHCR), UNICEF, UNDP, and, since 2001, the IOM. In the realm of antitrafficking, the consortium provides reintegration and rehabilitation assistance to trafficked women through professional-skills training (hairdressing, dressmaking, embroidery). It has also provided computers and software to the MOI's Counter-Trafficking Unit. In 2002, the ICS will continue its joint activities with the IOM to expand professional training that will include skills training in handicrafts and agriculture. In the near future, the ICS plans to start a project to counteract the growing problem of trafficking in children in Italy, including those from Moldova. This project will be financed by the Italian Ministry of Social Affairs and will cover three countries: Italy, Romania, and Moldova.

## CHAPTER SEVEN

### MOLDOVAN NGO ACTIVITIES<sup>24</sup>

During the course of our assessment, the team met with approximately 20 local NGOs whose activities focus primarily on trafficking prevention and, to a lesser extent, on protection of and assistance to victims of trafficking and prosecution of traffickers. Although the NGO sector is quite active in Moldova, it still lacks the capacity to implement a national strategy to combat trafficking in people, especially given the poor financial capability of the government sector. Antitrafficking activities remain dependent on donor funding.

NGO cooperation with Moldovan government bodies exists but is not widespread. Select NGOs do have partner–observer status in the National Working Group on Combating Trafficking in Human Beings, and specific ministries collaborate with NGOs on antitrafficking activities. For example, La Strada cooperates with the Ministry of Education on developing antitrafficking curricula for schools and also conducts seminars and training with national and local government entities. In addition, government officials attend training, conferences, and seminars conducted by NGOs.

NGO cooperation with the media, on the other hand, is relatively strong. Many NGOs are media savvy and use the mass media as a powerful tool to implement public information campaigns. NGO campaigns have included documentary films aired on television, television and radio public service announcements (PSAs), radio talk shows, and newspaper advertisements in national and local papers. The NGO CIVIS developed TV and radio spots to promote the publication of the sociological study “24 Trafficked Women,” which tells the stories of 24 women who were trafficked from Moldova. Other organizations have mastered media relations and regularly place articles on trafficking in women in the national and local press.

Trafficking in persons and domestic violence are popular topics in the Moldovan media, but they are not always handled professionally, with the necessary integrity. NGO representatives the team interviewed said that the media could be more sensitive to the issue and that informational seminars and training sessions are needed to sensitize and educate the media on trafficking in persons. A women’s media-related NGO, Plus 10, said that few journalists understand how to investigate and report on such sensitive topics in a proper and professional manner. To sensitize the media, the IOM conducted a national forum for Moldovan mass media on trafficking in women.

Most Moldovan NGOs are clustered in Chisinau, and although organizations do exist outside of the capital, they have a much smaller organizational capacity. NGOs in Chisinau are beginning to reach out to regional organizations to assist them in increasing their capacity to combat trafficking. Chisinau-based organizations are conducting training-of-trainer sessions to prepare a local cadre of training professionals to organize and run antitrafficking

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<sup>24</sup> For a detailed list of NGO activities, see the annex to this report.

educational seminars and workshops. These organizations, however, often train individual professionals rather than NGO staff, which hampers the sustainability of such activities.

The team observed a disproportionate number of organizations working on prevention activities (primarily public information and awareness) and a dearth of organizations working on protection of and assistance to victims and prosecution efforts. Aside from the IOM and La Strada, which works closely with the IOM, the team identified no local organizations that were actively involved in providing reintegration assistance to trafficking victims or alternative prevention programs, aside from public awareness and education campaigns. Save the Children does have a small return and reintegration program for young Moldovan women coming from Italian social centers. A few organizations—the IOM, Civic Initiative, and the Anti-trafficking Center—work with law enforcement to improve prosecution efforts. In addition, some very small-scale activities focus on providing job-skills and business-skills training to both potential and returned trafficking victims.

In general, training sessions have been sporadic and short term (one to five days in length) and institutionally unsustainable. For example, the NWSIC conducted information and technical training on job skills and economic opportunities for unemployed women, single mothers, and victims of trafficking. Two five-day training sessions were conducted in Ungheni and Cahul. The same NGO will implement the job-skills training project funded by the DOL. In that project, the NWSIC will conduct training-of-trainer sessions for individuals in regional areas, who will then conduct one-day, two-day, and three-day training sessions themselves. The sessions will not, however, focus on training NGOs in the region or offer long-term training, which is desperately needed. In the public awareness component of this same project, the implementing NGO, La Strada, will select four local NGOs that will receive training and implement the project locally.

Until there is a nationwide network of viable organizations that conduct antitrafficking activities, whether it be in trafficking prevention, protection of and assistance to victims, or prosecution of traffickers, it will be difficult to develop a referral system of services available to potential and returned victims. Services do exist, but they are spotty and provided on an ad hoc basis. Efforts should focus on developing strong NGOs in regional areas. An integrated umbrella group, whether through the National Committee, with its National Plan of Action, or an organization like the IOM, should be strengthened to coordinate activities and develop such a network.

Most NGO activities are domestic in nature. Aside from conferences and seminars, the team did not identify any transnational activities, apart from the work conducted in repatriation and reintegration assistance. Transnational cooperation in repatriation and reintegration assistance focuses on identifying missing victims' locales and often requires interaction with foreign embassies, consulates, and NGOs in transit and destination countries. These are ad hoc in nature and do not constitute formal activities.

The varying impacts of NGO activities are difficult to ascertain. Data from hotlines, for example, record the number of calls, the demographic breakdown of callers, call content, and so on. The data do not, however, measure the hotlines' impact on changing attitudes and

trafficking behaviors. NGOs that conduct educational seminars and workshops track the number of seminars conducted and the number of attendees, but they do not monitor the effect the seminars have on the population. The IOM gathers demographic data on repatriated victims and also tracks them through the reintegration process. Due to the underground nature of trafficking and the lack of any baseline data, however, measuring the impact of antitrafficking programs, especially in prevention activities, has been difficult. Furthermore, because funding for antitrafficking activities has been rather sporadic and projects have pieced together funding from multiple donors, there have been no comprehensive performance monitoring plans developed for them.



## CHAPTER EIGHT

### ANALYSIS OF MOLDOVAN NGO PUBLIC INFORMATION AND AWARENESS CAMPAIGNS

In Moldova, NGOs working in public information and awareness have made considerable progress over the past couple of years in informing the populace on the dangers of trafficking in people. Many organizations are working on public information and education campaigns in Moldova. The primary ones include the IOM, the Center for Trafficking in Women, La Strada, Civic Initiative, and the NWSIC. Such information and education campaigns have focused primarily on the following:

- **Mass Media.** Moldova has witnessed a proliferation of antitrafficking mass media campaigns, from PSAs to documentary films to billboards and radio spots to countertrafficking ads in newspapers. When one enters Chisinau from the airport, a large billboard reads, “You are not goods,” superimposed over a picture of a woman dangling in the grips of an oversized jeweled male hand, while the other hand grasps crisp U.S. one-hundred-dollars bills—insinuating a trade of goods, human goods.<sup>25</sup> At least four documentaries have been made and aired on Moldovan television. Radio and television PSAs highlight the dangers of trafficking. Billboards, PSAs, and documentaries refer women to hotlines for further information. In addition, NGOs work with the media to educate them on trafficking in women and encourage them to publish and broadcast news stories about the problem.
- **Hotlines.** At present, four antitrafficking hotlines operate in Moldova, two in Chisinau and two in Balti (in the north). These hotlines, operating since 2001, provide information to both potential and actual trafficking victims on a wide variety of issues related to trafficking in persons, including:
  - Information to potential victims on the nature of trafficking, the dangers and consequences, tips to recognize the situation, and the procedures and conditions related to employment abroad;
  - Information for relatives, friends, and other individuals on the recovery and repatriation of a victim of trafficking;
  - Information for returned victims: referrals for medical, psychological, and physical services; and
  - Information on trafficking for the general public, mass media, and professional groups.

There are plans to expand hotlines to regional centers such as Cahul, Ungheni, Komrat, Transnistria, and others. According to the data gathered on hotline activity, callers are primarily women, 75 percent come from urban areas, and they call primarily to request counseling on employment abroad and assistance in recovery and repatriation.

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<sup>25</sup> These billboards are part of the IOM’s public awareness campaign.

- **Seminars and Lectures.** Target groups for seminars and lectures on trafficking in persons include the group most at risk (young women ages 15 to 25), professional groups (teachers, local government workers, social workers), and initiative groups (youth groups, NGOs). Thus far, although there are few data to gauge accurately the effectiveness of such seminars and lectures, anecdotal evidence leads us to believe that they have been very successful in educating various segments of the population on issues related to trafficking in persons.
- **Production and Dissemination of Informational Materials—Brochures, Pamphlets, Magazines, and Booklets.** These materials, which range from color, animated cartoons depicting the travails of a trafficked woman to simple black-and-white informational handouts, have been disseminated at seminars and lectures. Their messages appear to be consistent, explaining the realities of trafficking, the dangers involved, and important facts, and they have been tailored to meet the needs of school-age girls (the cartoon, for example). NGOs such as La Strada and Civic Initiative are also developing training materials that can be used to develop seminars and classroom modules on trafficking in women.

By and large, the public information and education campaigns have had a positive effect on raising the awareness of the Moldovan population, especially young women, about the dangers of illegal migration and trafficking in persons. The two-pronged approach of information dissemination and education strengthens the depth of understanding on these issues. Most of the campaigns, however, originate in Chisinau and have only recently begun reaching out to rural communities. Most, if not all, of the organizations active in this field have started expanding to rural areas either to conduct seminars themselves or to train trainers for a cadre of capable professionals that can continue providing educational seminars to key target groups in these rural areas.

In our brief excursion to the rural areas in the north and south of Moldova, it was our impression that many individuals were aware of the problem and the associated dangers. However, a sustained campaign to reach rural areas must be conducted, especially given that more than half of the trafficked women come from rural areas. Because many of the rural areas have disparate access to electricity, information campaigns must search for creative ways to reach out to rural women—traditional forms of campaigns, such as PSAs and documentaries, will not do. The national radio station was identified as one of the best ways to reach out to rural women. Regional papers, rather than national papers, are a better medium to target rural populations, as residents are more apt to spend what money they have on a local publication rather than a national one.

La Strada's activities under the DOL-funded Regional Empowerment Initiative for Women program are a good example of creative ways to target rural women. The activities include antitrafficking disco parties and a drawing contest for young people on the trafficking issue. At the disco parties, there are games and contests on antitrafficking, and the winner is awarded prizes. Another example of a creative way to disseminate trafficking information is the theater productions funded by the IOM in conjunction with the Swiss Agency for Development and Cooperation. The play "The Seventh Cafana," which is based on true



stories of victims, is currently on its second tour of Moldova. The U.S. Embassy funded the second tour, and additional tours are planned.



## CHAPTER NINE

### CRITICAL GAPS IN EXISTING APPROACHES AND BROAD RECOMMENDATIONS FOR USAID-FUNDED INTERVENTIONS

Since 2000, Moldova has made great strides in combating trafficking in women. The Government of Moldova, international donors and private voluntary organizations (PVOs), and local NGOs have all contributed their efforts to curb this problem. Although most programs focus on raising public awareness through public information and education campaigns, there are, to a lesser extent, programs working on protection of and assistance for victims and prosecution of traffickers. Despite these efforts, critical gaps in existing approaches remain. The following sections identify these gaps and provide corresponding recommendations for possible USAID interventions to address them.

#### RURAL AREAS AND YOUTHS

According to unofficial statistics, up to 75 percent of the young women in Moldovan villages are working abroad.<sup>26</sup> This figure is not surprising, given that, as of 2001, about 90 percent of the population was living on less than US\$1 per day. Cash or salaried income from employment amounted to 37.9 percent of disposable income, but in rural areas this share was only 19.7 percent. Nonsalaried income from agricultural activities represents the most significant source of income in rural areas, constituting 59.3 percent of the total.<sup>27</sup> The lowest average monthly wages are experienced in agriculture, with the average income per person in rural areas being 18 percent lower than the country average.<sup>28</sup>

Bleak economic opportunities, coupled with the disintegration of the Moldovan family, make rural communities ripe with opportunity for traffickers. Therefore, it is imperative that antitrafficking interventions target rural communities as well as urban areas and take into consideration the special needs of rural populations. Issues affecting rural communities are particularly significant, as more than half the population resides outside urban centers.<sup>29</sup>

Public information and education campaigns need to adopt methods that will effectively reach rural populations. As noted earlier, because many of the rural areas have disparate access to electricity, information campaigns must search for creative ways to reach out to rural women—traditional forms of campaigns, such as PSAs and documentaries, will not do. The national radio station was identified as one of the best ways to reach out to rural women. Regional newspapers, rather than national papers, are a better medium to target rural populations, as villagers are more apt to spend what money they have on a local publication.

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<sup>26</sup> Minnesota Advocates for Human Rights, *Trafficking in Women: Moldova and Ukraine*, 2000. □

<sup>27</sup> TACIS, *Moldovan Economic Trends*, 2001. □

<sup>28</sup> UN Moldova, *Common Country Assessment*, 2000. □

<sup>29</sup> UNICEF, *The Situation of Children and Women in the Republic of Moldova, 2000–2001, Assessment and Analysis*, 2001. □

Almost 30 percent of Moldova's total population comprises children and youths under 18. A recent UNICEF report states that rural children are twice as likely to work as children from Moldova's poorest households, both rural and urban. Working children are much more likely than nonworking children to drop out of school and fall into a cycle of poverty and disadvantage.<sup>30</sup> These conditions make them prime targets for traffickers. Youths are impressionable and more likely to idealize the stories of glamorous lives in the West, a ploy often employed by traffickers. Furthermore, families, who have since Soviet times expected the state to take responsibility for the care, education, and development of children, have withdrawn from these roles. This practice, in turn, has led to serious underdevelopment of caring and educative skills in the home environment. In addition, more and more children are being placed in institutions. Dismissed from these institutions at age 16, the youths have little hope for a future—no physical, emotional, or social support system and few marketable skills. As such, they constitute another high-risk group for trafficking.

**Recommendation:** All future antitrafficking efforts, whether through prevention or protection and assistance, should consider the aforementioned characteristics of rural populations and youths. Activities that will keep children in school and provide them with support systems, extracurricular activities, and informal educational opportunities, including education on trafficking in people, will increase young people's self-esteem and self-worth, decreasing their susceptibility to trafficking.

## COORDINATION AND COOPERATION BETWEEN ORGANIZATIONS

Coordination and cooperation between organizations has increased to a limited extent, but there remains great room for improvement in this area. The working groups set up by the Government of Moldova (government level) and the IOM (donors and NGOs) are having the desired effect—to enhance communication between various actors and to encourage them to set mutual goals, develop action plans, and ensure that programs are implemented as effectively and efficiently as possible, without duplication and repetition. However, there does not appear to be any systematic approach to project development or to the scaling up of projects. Antitrafficking activities in Moldova, unlike in Ukraine, began on a small scale. Most of the activities began in Chisinau and are slowly spreading to other urban centers and rural communities, whereas in Ukraine, activities started on a larger scale simultaneously in multiple regions. Therefore, a network of organizations within Moldova that could potentially develop a comprehensive strategy to combat trafficking has yet to be realized.

Public information and education campaigns may duplicate target audiences as organizations proceed on their own trajectories. For example, the trafficking prevention centers with hotlines are run by two separate NGOs, both located in Chisinau, with plans to expand their regional activities (one has already opened a regional center in Balti in the north). Their respective plans have largely mirrored one another's; not until recently, when the lines of communication opened, did they coordinate their efforts, in an effort to avoid duplication in the future and thereby better meet the needs of the entire population of Moldova.

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<sup>30</sup> Ibid.

**Recommendation:** A network of services should provide for both potential and returned victims of trafficking, as is starting to be the case in Ukraine. Victims should be referred to groups, which could provide counseling or training. Potential victims should be made aware of alternatives to going abroad, such as training, job placement centers, and technical schools. Prevention and protection of and assistance to victims should be based on a referral system that covers the entire country. This, of course, will take time, but the seedlings of a network and its coordination must be in place for that to happen. To accomplish this feat, each organization should build upon its comparative advantage in a particular program area and create partnerships with complementary organizations. When developing partnerships, participating organizations must clearly define their roles and responsibilities to avoid redundancy and counterproductive measures.

### TRAINING FOR LAW ENFORCEMENT AND THE JUDICIARY

Although some organizations in Moldova work with law enforcement agencies to educate them about the issues surrounding trafficking, much work remains to be done to ensure that domestic and international norms and procedures are implemented. Moldova has recently adopted new antitrafficking legislation and is a signatory to international treaties on antitrafficking. These are positive trends indeed, but unless the judiciary and law enforcement entities have the capacity to implement and enforce these instruments effectively, prosecution levels will remain status quo.

**Recommendation:** USAID should consider funding a legal component with the following objectives:

- To increase the knowledge of judges and prosecutors of Moldovan law and international treaties that can be employed to prosecute traffickers and safeguard victims' rights.
- To work with the Government of Moldova to revise the criminal code to improve the antitrafficking article, and to develop the necessary means to support trafficking victims in legal proceedings (such as developing victim-sensitive methods for investigation and interrogation and measures to protect victims' privacy and physical security).
- To support NGOs and the media to lobby the government and track legal cases as they develop and to develop closer relationships with law enforcement entities. This may encourage women to come forward and lodge complaints.
- To develop a mechanism (through law students, NGOs, or a women's legal center, for example) that will provide counseling, services, and legal representation free of charge to trafficking victims.

### **Illustrative Performance Indicators**

- New legislation drafted and adopted;□
- Number of judges and prosecutors trained in national and international statutes related to trafficking; □
- Percentage of investigations that are of an acceptable standard (predetermined by rights-oriented NGOs and agencies);
- Number of trafficking-in-persons cases brought to trial; and
- Number of successfully prosecuted trafficking-in-persons cases.

### **REINTEGRATION ASSISTANCE FOR RETURNED VICTIMS**

Although public information and education campaigns are necessary to combat trafficking, they are insufficient to reduce the number of Moldovan women seeking employment abroad. In many instances, even though women are aware of the potential consequences of accepting employment abroad, they deem it worth the risk, given the bleak economic opportunities in their own communities. Many are desperate and are willing to do anything to earn a living and create a better life. Therefore, at this critical juncture, it is necessary to examine the root causes of trafficking as well as the harsh consequences for its victims.

Returned trafficking victims reenter society with physical, psychological, and social problems that often prohibit them from successfully reintegrating into society. Few services are available to help them physically, emotionally, or financially, and quite often they either have no family to return to or are too ashamed to return to what family they have. The shelter in Chisinau run by the IOM and the services it offers constitute the primary reintegration assistance provided for trafficked women. The shelter serves 20 women at a time for approximately one month.

Based on its experience, the IOM says that all victims require some form of medical assistance (treatment for sexually transmitted infections and gynecological complications), and approximately 80 percent of the victims require psychological rehabilitation. All face economic hardships and have few professional and job skills that could enable them to secure employment. Furthermore, social services are insufficient to meet the needs of young people, and the services that do exist are ill equipped to meet the special needs of these women.

According to UNICEF, youths, a target group for trafficking in women, have little access to health-care services. A lack of confidentiality, little respect from health-care practitioners, fear of disapproval, inadequate personal health knowledge, family control, and insufficient services all contribute to adolescents seldom seeking health-care services. Among youths, sexual health is poor, with high levels of pregnancy and abortion, limited knowledge of and access to contraception, and increasing rates of sexually transmitted diseases and HIV/AIDS infection.<sup>31</sup>

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<sup>31</sup> UNICEF, *The Situation of Children and Women in the Republic of Moldova, 2000–2001, Assessment and Analysis*, 2001.

Without a doubt, services are necessary to enable young women successfully to reenter society and overcome both physical and mental barriers to reintegration. However, the IOM is unable to fill the demand for services, and additional shelters are needed. Shelters as a rule are expensive, compared with investments in prevention, and for the most part are unsustainable, especially without government buy-in. They may not provide the most cost-effective intervention for protecting and assisting victims.

**Recommendation:** A program to develop alternatives to shelters could focus its efforts as follows:

- Work with women’s health-care providers, mental health workers, and social workers to raise awareness concerning trafficking in women and to train these providers to offer more sensitive support, referral services, and counseling to victims of trafficking;
- Explore opportunities for developing alternative physical shelter services, such as safe home networks run by volunteers;
- Provide a comprehensive program of life-skills training (for youths) and job-skills training, retraining, and business-skills training through NGOs or business associations, while simultaneously increasing the capacity of such organizations; and
- Investigate opportunities for establishing women’s wellness centers (modeled after those in Ukraine) that would serve women’s reproductive health needs, as well as provide general health services, screenings, and education and health promotion activities ranging from violence prevention, family planning, psychosocial counseling, and referral services for victims of trafficking.

### **Illustrative Performance Indicators**

- Number of health-care, social service professionals who have attended training about trafficking in persons and show improved knowledge, attitudes, and practices;
- Number of referrals (received and given) by health-care and social service professionals (for example, from hotlines or the IOM shelter);
- Number of identified and seized trafficking victims who have been placed in an appropriate setting for care, support, and rehabilitation; and
- Number of successfully reintegrated trafficking victims as measured 12 and 24 months after initial reintegration.

## **ECONOMIC OPPORTUNITIES FOR WOMEN**

Unemployment, which women suffer disproportionately in Moldova,<sup>32</sup> leads to high levels of poverty and constitutes the most forceful inducement for victims of trafficking. At this critical juncture, it is imperative to address the root causes of trafficking in people. Although

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<sup>32</sup> According to the U.N. Moldova *Common Country Assessment* of 2000, the share of unemployed women in 1999 was 55 percent.

public information and education campaigns provide a valuable and necessary tool to prevent trafficking in persons, these have not proved sufficient to stop women from fleeing their communities. Almost every interviewee stated that many women understand the dangers of trafficking, but without economic opportunities to keep them home, they leave anyway—they feel they have no choice. Trafficking in people is an economic issue—for both the traffickers and the victims. To the interviewees, the possibility of making money abroad far outweighs the potential dangers of trafficking.

Alternatives to going abroad must be developed within Moldova, in order to curb the trafficking phenomenon. At present, one of USAID's primary goals is to aid Moldova in developing a viable economy able to meet demand for employment. To stimulate private-enterprise growth, USAID/Moldova's strategy gives priority to the agriculture sector and small and medium-sized enterprises, while continuing to support the restructuring of targeted strategic industries.<sup>33</sup> These projects have been very successful, but there is a need for more targeted and comprehensive activities that will provide individuals with the know-how and ability to empower themselves economically. Local communities must be revived, both economically and socially, in order to encourage young people to choose home over abroad. Because women are the primary victims of trafficking, girls and women ages 15 to 30 should be targeted in any local economic development activity.

According to the 2000 UNDP *National Human Development Report*, in the past few years there has been an increasing number of female entrepreneurs seeking an alternative to unpaid housework and unemployment. Of the people employed in the small and medium-sized enterprise (SME) sector, 45.9 percent are women.<sup>34</sup> From the group of victims repatriated by the IOM, approximately half would like to look for a regular job.<sup>35</sup> Women are interested in finding gainful employment that pays a moderate salary. The problem is that many young women lack the skills necessary to attain moderate to well-paying jobs or to start their own businesses. The formal education system in Moldova does not teach them practical skills—how to apply for a job, how to write a résumé, how to write a business plan, how to balance books, and so on, and many others lack computer and other relevant office skills.

Women in both urban and rural areas are interested in opening small enterprises, have business concepts, and are aware that credit opportunities exist (through credit unions), but they do not know how to move from point A to point B. Many do not understand the cumbersome government requirements and regulations associated with owning and operating a business, and they are afraid to take the risk. A female member of a rural credit and savings association (CSA) relayed a story of a woman who wanted to start her own business. The woman developed her own business plan, secured a loan, and a year later could not pay her debt because her business was not viable. She ended up going abroad for employment to repay the loan! When asked why she failed, the women replied that there were no services available to guide her through the process of starting a small business. At the outset, she attended a short training session but had nowhere to turn after her business got off the

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<sup>33</sup> USAID/WNIS, *Moldova Strategic Plan for 2001–2005*, 2001. □

<sup>34</sup> UNDP, *National Human Development Report, Republic of Moldova*, 2000. □

<sup>35</sup> IOM, *Trafficking in Women and Children for Sexual Exploitation, Republic of Moldova*, 2002. □



ground.<sup>36</sup> The CSAs and business associations reaffirmed this as a common problem—the interest and enthusiasm are there, but the technical skills and know-how are absent.

Existing activities to promote women's employment and economic opportunities, either through job-skills training or retraining and business-skills development, have not been comprehensive or sustainable in all but a few cases. The team did identify a few regional NGOs in Balti and Cahul that were providing business-skills training in addition to offering longer-term business counseling services. In most cases, NGOs have conducted training seminars and workshops for women in these areas, but, as noted earlier, training sessions are one to five days in length with little to no follow-up activities. In order for women to gain the necessary skills to apply confidently for a job or start a small business, they need longer-term commitments from both themselves and the training organizations. Many training seminars are conducted by NGOs from Chisinau that travel to regional areas and conduct seminars; once the training is completed, there is little opportunity for interaction between trainees and trainers. Other organizations have regional job-skills training-of-trainer events planned, but, instead of empowering other organizations to take over local training activities, they train only individuals with no organizational affiliation. This approach will not lead to sustainable activities in the future.

**Recommendation:** The team recommends that USAID explore opportunities to facilitate a community development activity that focuses on increasing young women's economic prospects. Such an activity should focus on individual economic empowerment within the larger goal of creating healthy and prosperous communities. The team recommends that one or two pilot activities be launched to test viability.

**Primary components of the activity could:**<sup>37</sup>

- Develop women's economic empowerment centers. One or two pilot centers could be developed in centrally located urban areas (towns) where trafficking numbers are thought to be high and local capacity (NGOs, business associations, government) is adequate to support the center's activities, such as via in-kind assistance, MOL cooperation, and linkages with private/state employment centers. Venues should be within reach of a substantial number of village women. The centers could provide long- and short-term training in job skills, life skills, and business skills, along with related counseling services to two prime beneficiary groups: (1) females 15 to 20 years old, and (2) women 20 to 30 years old. Because many women under 20 may lack the maturity and interest to start a business, life-skills/job-skills training would provide them with skills to find and secure a job. With an empowerment and leadership component, the training seminars should raise the awareness and self-esteem of women and increase their understanding of basic human rights. In addition to training, the centers should offer ongoing counseling to center graduates and work on an open-door policy. Graduates' progress should also be closely tracked.

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<sup>36</sup> Interview, May 22, 2002.

<sup>37</sup> Please note that these recommendations are preliminary. Further research is necessary to develop the specifics of an economic empowerment initiative.

- Investigate employment opportunities in rural areas and tailor various training seminars to meet identified needs.
- Work with existing CSAs to develop a systematic approach to providing center graduates with credit opportunities. The centers could collaborate with the network of 411 CSAs that work throughout Moldova. This could be done through an equity fund that targets female entrepreneurs or simply by using the existing framework and making adjustments to conform to the identified needs of women (terms of repayment, size of loans, and so on).
- Provide center graduates with incentives/matching grants through a competitive process (for the best business plan).
- Include an NGO capacity-development component (financial and technical assistance) that would strengthen organizations that conduct education programs to develop women's business skills and those engaged in advocacy activities (such as women's business associations).
- Encourage women to work together to pursue business opportunities and to hire other women, possibly young women (15 to 20 years) as employees.
- Ensure that the centers are working in cooperation with existing trafficking-prevention centers, the IOM, and the MOI and that referral systems are in place. Returned victims should form one of the centers' primary target groups.
- Conduct local market analyses to identify economic opportunities based on local conditions and needs.
- Conduct a baseline study at the beginning of the project to measure the prevalence of trafficking in the region. Although data on trafficking in women are often difficult to acquire, data that measure the number of women working abroad should be obtainable in a confined geographic area. The data could then be used for subsequent performance monitoring.
- Organize roundtables with local government and NGOs to instigate dialogue on developing local economic development plans.
- Develop a questionnaire to be administered to all center participants to better understand their demographics and their knowledge of and beliefs about trafficking in people.
- Conduct research on existing training programs and the current employment market to better understand their impact on rural communities. There may be no suitable employment opportunities for women in rural communities, and, therefore, training may not lead to employment. However, opportunities in sectors that have not traditionally sought female workers, such as construction, may exist and require alternative training programs. Local economic development plans could assist in setting community priorities and identifying economic opportunities.

- Explore opportunities to integrate existing USAID activities, such as the Private Farmer Assistance Program, the Citizens Network for Foreign Affairs (farm stores/training), and BIZPRO, and the cadre of trained professionals within those activities to develop and implement a new women's economic empowerment initiative.

### **Monitoring and Evaluation/Illustrative Performance Indicators**

- Number of training courses provided (long- and short-term); □
- Percentage of graduates who received employment (through what means); □
- Percentage of graduates who received credit through a credit union program; □
- Percentage of graduates (business-skills training) who started their own businesses; □
- Percentage of businesses still in operation 12 and 24 months after repayment; □
- Percentage of loans successfully repaid; □
- Number of women hired by graduates; □
- Number of women's business associations created; □
- Number of NGOs trained and percentage offering training in rural areas; □
- Number of roundtables conducted and participants therein; □
- Percentage of localities that attended training and developed local economic development plans; and □
- Number of referrals (given and received) to and from hotlines, the IOM, and so on.



## CHAPTER TEN INTERVIEWEES

### GOVERNMENT OF MOLDOVA

Stefan Bratu, Mayor, Cahul, Government of Moldova □  
 Olga Serdiucova, Mayor's Office, Cahul, Government of Moldova □  
 Valeriu Munteaneaum, State Service of Migration, Government of Moldova □  
 Raysa Dogaru, Ministry of Labor, Government of Moldova □  
 Mayor Parascovia Cotovici, Hrusova Village □  
 Irina Targulova, Ombudsperson's Office, Government of Moldova □

### U.S. GOVERNMENT

Ambassador Pamela Hyde-Smith, U.S. Embassy/Moldova □  
 Lisa Heilbronn, U.S. Embassy/Moldova □  
 Richard Colquhoun, U.S. Embassy/Moldova □  
 Dmitry Tartakovsky, U.S. Embassy/Moldova □  
 Diana Pinzescu, U.S. Embassy/Moldova □  
 Chris Crowley, Mission Director, USAID/WNIS □  
 Alexi Panehal, Deputy Mission Director, USAID/WNIS □  
 Richard Dengler, USAID/WNIS □  
 Dr. Tuan Nguyen, USAID/WNIS □  
 Sergiu Botezatu, USAID/WNIS □  
 Alina Yurova, USAID/WNIS □  
 Katherine Correll, U.S. Peace Corps □  
 Kat Fotovat, U.S. Peace Corps □

### INTERNATIONAL DONORS

Sarah Pfeister, SDC □  
 Giovanna Barbaris, UNICEF □  
 Gottfried Hanne, OSCE □  
 Viorica Ghimpu, UNDP □  
 Steve Cook, IOM □  
 Liuba Revenko, IOM □  
 Doina Melnic, Soros Foundation Moldova □  
 Oldrich Andreysek, UNHCR □

## IMPLEMENTING PARTNERS

John Nielson, BIZPRO □  
 Tatiana Batushkina, BIZPRO □  
 Patricia Orlowitz, Private Farmer Assistance Program □  
 Nataalka Samolevska, Winrock International □  
 Amy Heyden, Winrock International □  
 Angela Turuta, Agency for Consulting Assistance and Implementation □  
 David Heemsberger, Citizens Network for Foreign Affairs □  
 Valentine Plesca, Citizens Network for Foreign Affairs □  
 Irina Mariciuc, Citizens Network for Foreign Affairs □  
 Rob Leventhal, ABA/CEELI □

## NGOs

Kateryna Levchenko, La Strada Ukraine □  
 Ana Palancean-Revenco, La Strada Moldova □  
 Artur Munteneanu, Moldovan Microfinance Alliance □  
 Eduard Mihailov, CIVIS □  
 Valentina Bodrug-Lungu, The Gender Center □  
 Cornelia Zvezdin, Drexel University/Moldova–Pennsylvania International Center □  
 Cristiano Barale, Italian Consortium of Solidarity □  
 Yoanna Gerwell Federici, IREX □  
 Oksana Meyden, IREX □  
 Valentina Bondarovskaya, “Rozrada” □  
 Maya Metaksa, Center for Anti-trafficking/Association of Women Lawyers □  
 Irina Martinic, Center for Anti-trafficking/Association of Women Lawyers □  
 Galina Precup, National Women’s Studies and Information Center □  
 Olga Patlati, Center for the Prevention of Human Trafficking □  
 Liliana Danila, Contact Center Cahul □  
 Alexandra Mojildea, Credit and Savings Association, Cucoara □  
 Rodica Butuc and Valentina Soroceanu, Femida □  
 Grina Martinic, Civic Initiative □  
 Paul Strutzescu, LADOM □  
 Alexandra Gulag, Contact Center Balti □  
 Yulian Bagich, Organization for the Honor and Rights of Contemporary Women □  
 Maria Popov, Center for Private Initiative □  
 Marianne Petersel, Salvatii Colpi □  
 Arina Kraijdau, Perspectiva □  
 Liuba Colomoiet, Business Center of AgroUnic □

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## **ANNEX**

### **MAJOR ANTITRAFFICKING PROGRAMS IN MOLDOVA**



## MAJOR ANTITRAFFICKING PROGRAMS IN MOLDOVA

Programs supported by governmental organizations with activities that focus on trafficking in women or related issues.

<b>Government Organization</b>	<b>Contact/City</b>	<b>Activities</b>	<b>Financial Support</b>	<b>Project Duration</b>
Ministry of Internal Affairs (MOI)	Mr. Viorel Juscov Phone: (3732) 577156, 577197 Fax: (3732) Email: Address:	The MOI, in conjunction with ABA/CEELI, OSCE and IOM, has been working on drafting and passing antitrafficking legislation. MOI also collaborates with the SECI Center, INTERPOL and NGOs, including: the Center for Prevention the Trafficking in Women, Women's Organization "Civic Initiative" and Save the Children.	IOM  SIDA  International Centre "Moldova-Pennsylvania"  Italian Consortium of Solidarity	Legislation: 2000-2001 Collaboration: ongoing
State Service for Migration of the Republic of Moldova	Mr. Valeriu Munteaneaum Phone: (3732) 544607 Fax: (3732) Email: Address: MD 2001, 124, Stefan cel Mare street, 4-th floor, Chisinau, Republic of Moldova	The State Service for Migration provides counseling and information about legal work abroad for people searching for economic opportunities. Together with the League for Defense in Human Rights (LADO) and UNHCR, the State Service for Migration published an informational brochure "You and Migration. In addition, the Service is collaborating with individual foreign governments to identify work places for Moldovans. For example, the Italian Building Organization and State Service for Migration of Moldova have negotiated contracts for 80 Moldovan builders to work legally in Italy.		2001-2002
Ministry of Labor, Social Protection and Family (MOL)  Department of Labor Employment	Ms. Raysa Dogaru Phone: (3732) 796619 Fax: (3732) 737477 Email: ufm_dep@moldovacc.md Address : MD 2009, 1, Alecsandri street, Chisinau, Republic of Moldova	MOL activities that address trafficking in women include: vocational courses for victims, professional assistance in identifying work opportunities, preparation courses for professional exams, informational visits to professional schools, and public information seminars and training regarding the dangers of trafficking in women.	IOM	2001-2002

Programs supported by non-governmental organizations (NGOs) with activities that focus on trafficking in women or related issues.

NGO	Contact/City	Activities	Financial Support	Project Duration
La Strada	<p>Ms. Ana Palancean-Revenco  Phone: (3732) 234906  Cell-phone : (373) 91 31063  Fax: (3732) 234907  Hot-line : (3732) 233309  Email: <a href="mailto:Ismoldova@ls.moldline.net">Ismoldova@ls.moldline.net</a>  Address :  MD 2012, 82, 31 August 1989 street, Chisinau, Republic of Moldova</p>	<p>"La Strada", founded in September 2001, provides social assistance to victims of trafficking, both nationally and internationally. La Strada activities include pre-repatriation and post-repatriation assistance to victims and their children, and if necessary, social support to victim's families. Specific activities include: seminars and workshops in Moldovan schools and Universities (not Gagauz-Yeri and Transnistria); a hot-line in Chisinau, which provides counseling and information to potential victims of trafficking; and the publication and dissemination of antitrafficking materials – brochures detailing real trafficking cases. In cooperation with the Ministry of Education, La Strada carried out 200 informational seminars throughout Moldova. La Strada plans to open hot-lines in other regions of Moldova: Cahul (South of Moldova), Ungheni (on the border with Romania), and in a Transnistrian town.</p>	<p>Dutch Ministry of Foreign Affairs   Aid Funds Interchurch Organization for Development Cooperation (ICCO)   NOVIB (Oxfam Netherlands)   Dutch Embassy in Kiev   IOM</p>	2001-2003
Save the Children	<p>Ms. Mariana Ianachevici  Phone: (3732) 237102  Fax: (3732)  Email: <a href="mailto:salcop@moldnet.md">salcop@moldnet.md</a>  Address:  1, Stere street, Chisinau, Republic of Moldova</p>	<p>Save the Children, located in Chisinau, conducts research on and provides social assistance for children. Save the Children recently conducted a study of Children Rights in Moldova. Additional activities include support services, such as counseling and assistance, for unprotected children, trafficked minors and abused women, and children from refugee's families. During 2000-2001, the organization provided reintegration assistance for trafficked women -- social and medical rehabilitation and educational assistance. In April 2002, Save the Children launched a new antitrafficking project, which focuses on youth.</p>	<p>IOM   European Commission</p>	2000-2002

NGO	Contact/City	Activities	Financial Support	Project Duration
Association of Women in Legal Careers	<p>Ms. Jana Costachi Phone: (3732) 546569 (chief), 546544 (mass-media), 275465 (hot-line), 233610 (lower), 546543 (operator) Fax: (3732) 233601, 546569 Email: afcimd@yahoo.com Web site: www.antittraffic.md</p> <p>Address : 68, Bucuresti street, Chisinau, Republic of Moldova</p>	<p>The Association of Women in Legal Careers (AWLC) works to protect children rights and prevent trafficking in women. Antitraficking activities include: 1) two hot-lines in Moldova (the first hot-line was launched in April 2001 in Chisinau, the second in March 2002 in Balti (North of Moldova)) and 2) a Trafficking Prevention Centre located in Chisinau, which organizes informational seminars for women and girls about the possibilities of legal emigration and the dangers of trafficking in persons, informs people about health risks associated with sexual abuse, is creating a database of all national and international organizations working in counteracting trafficking in women, publishes and disseminates brochures about the dangers of trafficking, produces informational radio and TV programs on trafficking and writes articles for newspapers, magazines and booklets.</p>	US Embassy	2001-2002
The Honor and the Right of Contemporary Woman (Onoarea si Dreptul Femeii Contemporane)	<p>Ms. Olga Patlati Phone: (373231) 59001 Fax: (373231) 71395 Email: iulianbaghici@yahoo.com</p>	<p>The Honor and the Right of Contemporary Woman works solely in the prevention of trafficking in women in Moldova's Northern region. In cooperation with AWLC, they recently launched a Center for Prevention the Trafficking in Women in Balti. The Center's activities include antitrafficking seminars, training and workshops in the rural areas of Northern Moldova, the dissemination of informational booklets about the dangers of trafficking, and a hot-line, which provides counseling and informational assistance to people in need.</p>	Connect U.S. - Russia	2001-2002
CIVIS, The Center of Sociological, Political and Psychological Analysis and Investigations	<p>Mr. Eduard Mihailov, Ms. Cornelia Doni Phone (3732) 227686 Fax: (3732) 212796 Email: civis@moldnet.md Manager: civis@moldnet.md Web site : www.civis.ngo.moldnet.md Address : MD 2005, 20 A, Renasterii avenue, Chisinau, Republic of Moldova</p>	<p>CIVIS' activities include quantitative and qualitative sociological surveys which assess women's vulnerability to trafficking in persons. The qualitative survey includes interviews with 24 women who were trafficked abroad. The study's results were published in both a book and a booklet, which were widely distributed to the public. Related public service announcements were developed for TV and radio.</p>	US Embassy Winrock International IOM	2000-2001

NGO	Contact/City	Activities	Financial Support	Project Duration
The Centre for Youth Development	<p>Ms. Emilia Moraru Phone: (3732) 270031 Fax: (3732) 270502 Email : imoldoveanu@soros.md Web-site: www.ournet.md/~cdt/  Address: 32, Bulgara street, Chisinau, Republic of Moldova</p>	<p>The Center for Youth Development organizes awareness campaigns highlighting the dangers and consequences of trafficking in women. The Center also conducts round-table discussions with female teenagers, young women, public officials, psychologists, and teachers from four districts of Moldova. In October 2001 the Center organized an evaluation conference in Chisinau.</p>	US Embassy	2001-2002
Organization for Women "Civic Initiative"	<p>Ms. Irina Martaniuc Phone: (3732)331732, 499783 Fax: (3732) 499783 Email: irina@womici.mldnet.com Web-site: www.winrock.org.ua  Address: MD 2044, 3/1, Zadnipru street, Chisinau, Republic of Moldova</p>	<p>Civic Initiative's activities focus on promoting women's rights and combating family violence and trafficking in women. Through training for law enforcement officials, round-tables with various local NGOs and donor organizations, Civic Initiative organized a national council of experts in the domain of trafficking in women. For law students and professors and law enforcement personnel, Civic Initiative conducts antitrafficking workshops. It distributes informational materials for law enforcement and victims and potential victims of trafficking in women. In addition, Civic Initiative produced two documentary films: "Lost Illusions" and "Cry of Despair". The first documentary was broadcasted at the National TV.</p>	Winrock International	1999-2002
Gender Center	<p>Ms. Valentina Bodrug-Lungu Phone: (3732) 449371 Cell-phone: (373) 91 82020 Fax: (3732) 210036 Email: lunguval@moldovacc.md  Address: MD 2012, 60, Mateevici street, Chisinau, Republic of Moldova</p>	<p>The Gender Center organized ten one-day training on combating trafficking in women for 240 students from three different regions of Moldova (the North (Balti); Central Moldova (Chisinau) and the South (Cahul)). In cooperation with the association "Imperativ", the Center promotes the marketing and sale of popular handicrafts to assist rural women's business development.</p>	US Embassy	2001-2002

NGO	Contact/City	Activities	Financial Support	Project Duration
IMPERATIV, Association of women with higher education	<p>Ms. Miroslava Luchianciovă Phone/Fax: (3732) 767871 Email : mira@imperativ.mldnet.com Address : MD 2060, ap.63, 30/1, Dacia blvd., Chisinau, Republic of Moldova</p>	<p>The principal goals of "Imperativ" are to increase women's rights and improve women's education and management of rural small businesses. In 1998, Imperativ established a field office in a Moldovan village with the intent to increase rural women's income generating activities and promote healthy lifestyles. Imperativ conducts seminars, training and workshops on small business development for unemployed women and encourages them to use local resources for income generating activities. In addition, Imperativ focuses on improving relationships between NGOs and the media on the issue of domestic violence. "Imperativ" is among the few organizations that actively collaborate with NGOs in Transnistria and Gagauzia.</p>	<p>Netherlands Consulate Canadian Embassy UK Department for International Development (DFID) UNDP UNIFEM</p>	1998-2002
The National Women's Studies and Information Center (NWSIC)	<p>Ms. Galina Precup Phone/Fax: (3732) 241393 Email: cnsipf@moldnet.md Web-site : www.femei.moldova.md Address: MD 2012, 137A, 31 August 1989 street, Chisinau, Republic of Moldova</p>	<p>NWSIC conducts job skills training for victims of trafficking and vulnerable female populations (unemployed, single mothers). Located in Chisinau, the Center provides training in Chisinau and various regional centers and also conducts training of trainers in five regions of Moldova in order to develop a cadre of professionals that can provide job skills training. Training includes topics such as: how to find a job, how to write a CV, how to interview, etc. NWSIC refers its graduates to MOL regional employment service centers to find additional professional training opportunities. NWSIC also organized four one-day seminars in rural areas on the provisions of the Convention on Elimination of all Forms of Discrimination against Women.</p>	<p>US Embassy Dutch Embassy DOL/IREX</p>	2001-2003
LADO Moldova, League for Defense in Human Rights	<p>Mr. Paul Strutzescu Phone : (3732) 723014 Fax : (3732) 233631 Email : paul-ladom@cni.md Web-site : www.lado.ngo.md Address: MD 2068, P.B. 2801, Chisinau-68, Republic of Moldova</p>	<p>LADO works on the protection of human rights with a primary focus on youth. Through seminars and training, LADO aims to increase youth awareness of human rights. In rural areas, Peace Corps volunteers distribute LADO's informational materials. LADO plans to conduct information campaigns on trafficking in human beings for youth.</p>	<p>European Commission US Embassy Dutch Embassy Soros Foundation Council of Europe</p>	1996-2002

NGO	Contact/City	Activities	Financial Support	Project Duration
Center for Private Initiative	Balti Ms. Maria Popa	The Center for Private Initiative provides seminars, training and courses in northern villages to promote small and medium business development and business skills development. The Center organized a handicrafts center for rural women and additionally provides English courses and computer skills training for children and their parents. The Center has plans to initiate business skills training designed specifically for rural women.	TACIS	1992-2002
Business - Centre "Agro-Unic"	Cahul Ms. Liba Colomoiet Phone: (239) 29713	Agro-Unic focuses on promoting women-owned businesses, and offers consultative counseling and informational services to women who own businesses or would like to develop a small business. Agro-Unic organized women's clubs in the villages surrounding Cahul, which promote locally-owned businesses.	USAID/Private Farmer Assistance Program (PFAP) "Moldova Pennsylvania" International Center, project Community-Connection	2001-2002
FEMIDA	Cahul Ms. Rodica Butuc Ms. Valentina Soroceanu Phone: (239) 20304, 20204	Femida offers support services, such as counseling and legal advice, to people who want to work abroad. Most recently, Femida is organizing business skills development training for local business owners. They hope to focus primarily on business development for women.	USAID -- BIZPRO	2001-2002
Moldova-Pennsylvania International Center	Chisinau Ms. Cornelia Zvezdin Phone: (3732) 224271 Cell-phone: (373) 94 30496 Fax: (3732) 222581 Email: c_zvezdin@yahoo.com Address : MD 1012, 45, Banulescu-Bodoni street, Chisinau, Republic of Moldova	The mission of the Moldova Pennsylvania International Center is to establish partnerships between Moldovans and international communities, chiefly through educational opportunities and cultural exchanges. In 2001 the Center organized an exchange program for organizations which are working in the prevention of trafficking in human beings. In Gagauzia and Transnistria, the Center will work in village schools to prevent the exodus of young people abroad. The Centre are financed by U.S. Department of State's Bureau of Educational and Cultural Affairs through Drexel University, Philadelphia	US Embassy Drexel University	2001-2002



Programs supported by the Government of the United States, the European Union or international organizations.

Donor Organization/ Contact Information	Activities	Location	Project Duration
<p>US Embassy*</p> <p>Ms. Lisa Heilbronn Phone: (3732) 408915, 233772 Fax: (3732) 233044 Email: <a href="mailto:lheilbro@pd.state.gov">lheilbro@pd.state.gov</a></p> <p>Mr. Dmitry Tartakovsky Phone: (3732) 233772 Fax: (3732) 233044 Email: <a href="mailto:TartakovskyD@state.gov">TartakovskyD@state.gov</a> Web-site: <a href="http://www.usembassy.md">www.usembassy.md</a></p> <p>Address: MD 2009, 103, Mateevici street, Chisinau, Republic of Moldova</p> <p>* As of June 2002, recipients of Democracy Grants had not been decided.</p>	<p>Please see Assessment Section V. for project details.</p>	<p>Edinet, Balti, Orhei, and Chisinau, Soroca, Ribnita (Transnistria), and Gagauz-Yeri</p>	<p>2000-2002</p>
<p>International Organization for Migration (IOM)</p> <p>Ms. Liuba Revenco Phone: (3732) 232940, 232941 Fax: 232862 Email: <a href="mailto:iomchisinau@moldovacc.md">iomchisinau@moldovacc.md</a></p> <p>Address: MD 2012, 82, 31 August 1989 street, 5-th floor, Chisinau, Republic of Moldova</p>	<p>Please see Assessment Section VI. G for project details.</p>	<p>Chisinau and regional centers</p>	<p>2001-2002</p>
<p>Organization for Security and Cooperation in Europe (OSCE)</p> <p>Mr. Gottfried Hanne Phone: (3732) 241400, 233781 Fax: (3732) 547620 Email: <a href="mailto:ghanne@osce.md">ghanne@osce.md</a> Web site: <a href="http://www.osce.org/moldova">www.osce.org/moldova</a></p>	<p>Please see Assessment Section VI. A. for project details.</p>	<p>Chisinau</p>	<p>2001-2002</p>

Donor Organization/ Contact Information	Activities	Location	Project Duration
Address: 16, Sfatul Tarii street, Chisinau, Republic of Moldova			
UNDP, United Nation Development Program  Mr. Soren Tejno Phone: (3732) 220045 Fax: (37320 220041) Email: <a href="mailto:registri.md@undp.org">registri.md@undp.org</a> Web-site: <a href="http://www.un.md">www.un.md</a>	UNDP administered the US Embassy-funded Center for the Prevention of Trafficking contract, implemented by the Association of Women in Legal Careers (AWLC).	Chisinau and Balti	2001-2002
Address: MD 2012, 131, 31 August 1989 street, Chisinau, Republic of Moldova			
European Commission (EC)  Mr. Ivan Borisavljevic Tel. (3732) 247790 Fax: (3732) 232871 Email: <a href="mailto:iborisavljevic@decem.moldline.net">iborisavljevic@decem.moldline.net</a>	The European Commission in Moldova will finance a project to counteract trafficking in women, which will be implemented by IOM. This will be the first time the EC will fund this type of activity in Moldova. Please see Assessment Section VI. G. for project details.	Chisinau and regional centers	2002-2003
Address: MD2004, 22, Corobceanu street, Chisinau, Republic of Moldova			
Moldova Pennsylvania International Center  Ms. Cornelia Zvezdin Phone: (3732) 224271 Cell-phone: (373) 94 30496 Fax: (3732) 222581 Email: <a href="mailto:c_zvezdin@yahoo.com">c_zvezdin@yahoo.com</a>	The mission of the Moldova Pennsylvania International Center is to establish partnerships between Moldovans and international communities, chiefly through educational opportunities and cultural exchanges. In 2001 the Center organized an exchange program for organizations which are working in the prevention of trafficking in human beings. In Gagauzia and Transnistria, the Center will work in village schools to prevent the exodus of young people abroad. The Centre are financed by U.S. Department of State's Bureau of Educational and Cultural Affairs through Drexel University, Philadelphia	All regions of Moldova	2001-2002
Address : MD 2012, 45, Banulescu-Bodoni street, Chisinau, Republic of Moldova			

Donor Organization/ Contact Information	Activities	Location	Project Duration
<p>The Italian Consortium of Solidarity</p> <p>Mr. Cristiano Barale Phone: (3732) 247938 Fax: (3732) 246211 Email: <a href="mailto:icsmoldova@ics.mldnet.com">icsmoldova@ics.mldnet.com</a> Web-site: <a href="http://www.mir.it/ics">www.mir.it/ics</a></p> <p>Address : MD 2004, 162, Stefan cel Mare street, room 1213, Chisinau, Republic of Moldova</p>	Please see Assessment Section VI. H. for project details.	Chisinau	2001-2002
<p>SIDA, Swedish International Development Agency</p> <p>Mr. Carl-M Lindstrom Phone: (3732) 232983, 232984 Fax: (3732) 232985 Email: <a href="mailto:carl.lindstrom@asdi.mdl.net">carl.lindstrom@asdi.mdl.net</a> Web-site: <a href="http://www.sida.se">www.sida.se</a></p> <p>Address: MD 2005, 57/1, Banulescu –Bodoni street, Chisinau, Republic of Moldova</p>	Please see Assessment Section VI. B. for project details.	Chisinau	2001 – 2002
<p>Swiss Agency for Development and Cooperation</p> <p>Ms. Sarah Pfister Phone: (3732) 238139, 234389 Fax: (3732) 234247 Email: <a href="mailto:sarah.pfister@sdcdnt.md">sarah.pfister@sdcdnt.md</a></p> <p>Address : MD 2009, 70, Mateevici street, Chisinau, Republic of Moldova</p>	Please see Assessment Section VI. C. for project details.	Chisinau and regional centers	2001-2002